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STRENGTHENING DISASTER RECOVERY FOR THE NATION



Strengthening Disaster Recovery for the Nation
STAKEHOLDER FORUM
Salt Lake City, Utah

Time: November 19, 2009, Thursday
1:00 – 4:30 PM (Mountain)

Note: This product is provided as a general summary only, not a transcript of the discussion.



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Table of Contents

Overview of Stakeholder Forum Process4

Executive Summary + Emerging Themes.....6

Participant Responses and Comments Captured Through Flip Chart Notes

 Defining Success..... 22

 Best Practices 40

 Roles + Responsibilities + Coordination 60



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Overview Of Stakeholder Forum Process

Format

One (1) Stakeholder Forum was held in Salt Lake City: After a brief introduction participants were divided into nine (9) Breakout Groups. They were asked to comment on 16 White House-prepared questions divided by theme:

- **DEFINING SUCCESS:** (Four [4] questions + *What else would you like us to know?*)
- **BEST PRACTICES:** (Six [6] questions + *What else would you like us to know?*)
- **ROLES + RESPONSIBILITIES + COORDINATION:** (Five [5] questions + *What else would you like us to know?*)

At the end of the Breakout Session, a spokesperson for each group summarized their group's discussion to the General Assembly.

Invitation Process

Invitational participation for the Stakeholder Forums was similar to that of the VTCs. States were given the responsibility for inviting participants; however, greater encouragement was given to the States to include participation beyond Federal and State agencies and departments, to be more inclusive of those representing nonprofits, faith-based and private sectors, local governing authorities and others.

Goals + Results

- **Maximize participation.** The facilitation format offered every person an opportunity to contribute in a small group discussion. **Result:** *Every participant had a chance to participate. All participants were offered an opportunity for additional input through the Web site.*
- **All questions addressed.** **Result:** *While each question was not addressed by all participants, all questions were addressed by at least one (1) Breakout Group and usually more.*
- **Multiple perspectives represented in the conversation.** **Result:** *Nonprofits, public sector representatives, etc., were called upon by Facilitators within individual Breakouts to ensure specific viewpoints were included in the conversation.*
- **A disaster recovery conversation occurred** (as opposed to response). **Result:** *A recovery conversation was encouraged by using the "setup" found in the Facilitators' Narrative to frame the conversation. Senior project leadership and Facilitator staff used "framing" comments in*



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opening remarks. Breakout Group facilitators repeated “framing” comments within individual groups.



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SALT LAKE CITY STAKEHOLDER FORUM AGENDA

Utah Cultural Celebration Center

1355 West 3100 South

West Valley City, Utah 84119

Salt Lake City Stakeholder Forum
Thursday, November 19, 2009

Registration: 12:30 pm - 1:00 pm (Mountain)
Session: 1:00 pm - 4:30 pm (Mountain)

12:30 pm - Registration

1:00 pm - Welcome & Introduction of Workshop Sponsors

Welcome

Douglas A. Gore, Acting Regional Administrator, Federal Emergency Management Agency, Region VIII
Deborah A. Griswold, Deputy Regional Director, U.S. Department of Housing and Urban Development, Region VIII

Ralph Becker, Mayor, Salt Lake City

Peter Corroon, Mayor, Salt Lake County

Opening Remarks

Carlos A. Monje, Senior Policy Advisor, White House Domestic Policy Council

Luke Tate, Special Assistant to the Secretary, U.S. Department of Housing and Urban Development

Elizabeth Zimmerman, Assistant Administrator, Disaster Assistance Directorate, Federal Emergency Management Agency

Facilitation Format/Instruction

Transition to Breakout #1

Lead Facilitator

1:15 pm - Breakout Session #1

35 Minutes Breakout Session #1

5 Minutes Break/Transition to Breakout #2

1:55 pm - Breakout Session #2

35 Minutes Breakout Session #2

5 Minutes Break/Transition to Breakout #3

2:35 pm - Breakout Session #3

45 Minutes Breakout Session #3

5 Minutes Transition back to Group Forum

3:25 pm - Report Back and Next Steps

45 Minutes Report Back by Groups

5 Minutes Summary/Next Steps

5 Minutes Closing Remarks

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EXECUTIVE SUMMARY + EMERGING THEMES



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EXECUTIVE SUMMARY

The Salt Lake City Stakeholder Summary has been developed after the overall Emerging Themes (10) were identified by the analyst team and Project Leadership using data from the 10 VTCs and raw data from the five (5) Stakeholder Forums. Emerging Themes may change as new data is gathered (from the Web and other input channels). Specifically, the 10 Emerging Themes identified to date are:

- **Defining + Measuring Recovery Success**
- **Recovery Planning**
- **Partnerships + Coordination**
- **Communications**
- **Leadership**
- **Programs + Funding**
- **Accountability + Timeliness + Flexibility**
- **Building Back Safer + Stronger + Smarter**
- **Roles + Responsibilities + Local Capacity**
- **Training**

In addition to the above themes, Salt Lake City participants had a lot to say about:

- **Nonprofits + Private Sector Participation in Recovery**
- **Individual Self Reliance + Responsibility**

Separate sections in the Executive Summary are set-aside for each.

This Executive Summary organizes key participant comments around the above themes. Following the Executive Summary are detailed comments generally organized by question across three (3) broader categories: Defining Success, Best Practices and Roles + Responsibilities + Coordination.

When considering recovery from an operational perspective, Salt Lake City participants say response and recovery occur simultaneously — recovery tasks run parallel, but are not the same as response tasks. Recovery should be scalable and underlining authorities and policies (*Stafford Act* and others) should encourage scalability of effort. Participants say local organizations do most of the work of recovery and express that community visioning for successful recovery must be locally defined. They note ongoing community energy is needed to keep the recovery process going.



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Participants say communities need to understand recovery is a long process, years in some cases, and the effects of a disaster may go beyond when recovery has ended. Participants say successful recoveries require the 4Cs: Cooperation, communication, collaboration and coordination. They note pre-event collaboration builds strong relationships and ensures resources and capabilities are known, gaps identified and strategies are in place to address recovery needs. They are concerned that States and local communities are not self-sufficient and suggest resources are focused on urban areas and more outreach is needed to smaller communities.

Participants see security as critical in the early stages of recovery so people feel safe to return and restart their lives. They want communities to return to normal so that what they see as “the basic unit of the country — the family” — survives and is restored. They also note that without assistance for everyone, recovery for everyone is not possible. They want to see social justice, equitable distribution of goods and resources and recovery strategies that are inclusive of all populations including those that are sometimes underserved and vulnerable for any reason.

Participants want to see recovery partners self-identify resources and want recovery leadership to “let organizations do what they do well. They consider a significant transition to occur when essential services are restored and responsibilities shift from Federal to State and local authorities. They say the community on the ground is a great resource. Recovery can be an economic opportunity for the local community and they want to see local resources and local workers used wherever possible to aid local economic recovery before bringing in outside resources. They believe recoveries rely heavily on individual responsibility and self-resiliency and ask the question: *“Is Individual Assistance a response or recovery action program”*

Defining + Measuring Recovery Success

Salt Lake City participants say recovery is an incremental restoration of essential services in order to return a community to pre-disaster quality of life. Some say successful recovery is a return to “normalcy,” or recognizing the community might not be able to go back to the way it was, returning the community to a “new” normal. One participant defines recovery this way, “Make it safe; fix it; move on; get paid; back to normalcy.” Another says recovery is “as if it (the disaster) never happened” while acknowledging change. Some participants express success is achieved when



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supermarkets reopen; water, sewage, power and other utilities are restored; local delivery of essential services is again occurring; local jurisdictions, schools and hospitals are back to business as usual. Others say success is when a set of community-identified recovery goals and expectations have been met, economic vitality is restored and people are back to work, affected areas habitable, financial systems are up and running and more. While they say successful recoveries return communities to business as usual, they note “business as usual” might mean something different for government stakeholders and those from the private sector. Some note successful recoveries are, in part, about perceptions — when the public thinks recovery is successful. Others say they consider success in recovery to go beyond achieving pre-disaster conditions and look to recovery to mitigate against future threats and reduce the potential for future loss.

Recovery Planning

Participants say recovery planning pre-disaster is essential. They want to see local governments:

- Identify and pre-plan for areas known to be at risk.
- Incorporate mitigation strategies in pre-planning efforts.
- Include pre-disaster identification of resources and prospective partners and stakeholders.

They say State and local plans need to be in place before a disaster and planning structures need to align with sectors in a State’s response plan, be sequential in addressing prioritized needs and relevant at the neighborhood level. Planning should be inclusive and participants say Tribal governments, Voluntary Organizations Active in Disasters (VOADs), nonprofits, other non-governmental organizations (NGOs) and the private sector need to be included and they want to see intra-local and inter-institutional agreements, reciprocal aid agreements and memoranda of understanding (MOUs) between recovery partners, stakeholders and resource providers. Planning should also include citizens and community stakeholders but participants acknowledge it is difficult to engage community members in disaster recovery planning. Planning should identify phases of recovery, recovery milestones and identify strategies for tracking progress and identify a clear and finite end to recovery assistance and recovery stages. Plans should include an assessment tool, guidance from regulatory agencies, debris removal strategies and management, articulate how critical information will be shared and identify unique skills sets needed during recovery. Plans should also identify strengths and weaknesses as well as gaps in recovery assistance and have relocation and housing strategies, both temporary and a return to permanent housing. Participants



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want to see Federal Government Continuity of Operations (COOP) integrated into recovery actions, tested often, and modified as needed. Some participants want to see recovery planning at the community level capture past problems and include forward-looking efforts to improve the community. Participants suggest a single plan for areas rather than multiples (noting the example of 16 cities in Salt Lake County) and want to see planning coordination with adjacent States. They are concerned about a potential disconnect between urban and rural areas in recovery planning. They say planning should be integrated across all levels of authorities and want local plans to fit with State plans and State plans to fit with Federal plans.

Partnerships + Coordination

Partnerships

Participants want to see partnerships established and networked prior to a disaster. They note training processes, conferences for public officials, Regional Interagency Steering Committee (RISC) meetings, special topic briefings and Community Emergency Response Team (CERT) activities, among others, lend themselves to partnership identification and development. Partnerships they note as especially important are those with the private sector, faith-based community, nonprofits, through VOAD and their state counterparts.

Coordination

Participants say recovery is coordinated, interpreted, using a collaborative, all-levels-of-government, all-agencies, all-stakeholders team approach with adequate public information to help people and industry to the fullest extent possible. They say successful recoveries depend upon Federal, State and local stakeholders working together and in place, clearly defined policies and procedures. Participants note currently there is no organizational structure for recovery. They want to see a structure created that is beyond that of a single Emergency Support Function (ESF), to guide national, State and local efforts while also addressing how ESFs should integrate into recovery. They also want to see coordination strategies address transitions from response to recovery and want to see all coordination strategies in place pre-disaster. They say the goal of coordination should be to connect appropriate agencies, recovery needs with resources and “drop walls” between the public, recovery resource providers and decision-makers. Coordination efforts need to span from grassroots levels to the largest corporations, include a unified command and integration of various capacities. Participants want to see all those involved in recovery, including



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VOADs, their State counterparts and other volunteer organizations, nonprofits, faith-based and the private sector in the same room looking at the same information at the same time so they are on the same page. They note NGOs and volunteer organizations sometimes self-deploy and greater coordination is needed to make maximum use of this important resource. They like organizational structures and coordination strategies that bring diverse recovery stakeholders together, offer networking opportunities and that build connections across recovery groups. For example, they say Individual Assistance programs and community long-term recovery should be rolled out simultaneously. They think neighborhood watch groups are important coordination tools, do not want coordination with Tribal governments overlooked and see the value of full time corporate emergency managers in building connectivity with local leadership.

Communications

Participants believe communication among stakeholders is essential and say disaster recovery priorities need to be articulated with the same force as incidence response priorities. Participants note well-developed communications strategies provide stability and build trust. Participants look to successful communications strategies to develop a shared mission that can be articulated by all stakeholders, provide transparency in recovery processes and decision-making and create appropriate perceptions about recovery progress. They say communications strategies need to be in place and in use prior to a disaster. They should be inclusive — top to bottom — connecting recovery partners and stakeholder groups, resource providers, recovery leadership and authorities and flexible to promote cross-program conversations. Participants want to see communications strategies up and going during a disaster so the public and stakeholders get correct and ongoing information. They suggest communications strategies should be sensitive to communicating expectations, helping recovery stakeholders understand governmental processes, building topical awareness and providing ways for recovery decision-makers to hear public experiences and input. They note communications play a key role in community education regarding recovery assistance — what it will and will not provide and how and where assistance is accessed. Participants suggest community outreach and public education initiatives before a disaster and the creation of a Joint Information Center (JIC) immediately post-disaster. Participants suggest developing a standard and uniform recovery progress reporting method that is similar nationwide. Communications strategies should employ a variety of communications techniques to both provide and collect information. Participants suggest Web-based initiatives, traditional forms such as TV and radio,



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social media, ham radio networks and satellite radio, texting, public meetings, Town Halls and more. They also suggest using existing communications structures, especially those within nonprofit and faith-based organizations to aid message delivery. Participants think a resource base to ensure communications is needed from the Federal level.

Leadership

Participants want authorities at all levels to be proactive. They say leadership is important to recovery success and look to government leadership at all levels to manage expectations, delivering realistic messages regarding what governments and recovery programs and assistance “really” can do. Participants want to see local elected officials engaged before, during and after an event, assuming “major” responsibilities and note that local elected leadership is a partner with State and Federal authorities. The public needs to perceive officials are doing their job, are organized and have a plan. Participants say a common recovery vision comes from good leadership and advanced planning. Leadership should be pre-identified in recovery planning and recovery should rely on leadership already in place and functioning within the community. They note political leadership can help increase recovery capacity through legislation.

Programs + Funding

Programs

Participants think recovery support should be activity based and Federal programs should be leveraged based on their specialty (e.g. Housing and Urban Development (HUD): housing; Environmental Protection Agency (EPA): environmental, etc.). Participants recommend scaling up existing programs rather than setting up parallel systems. They note that Individual Assistance (IA) program caps can be met too early.

Funding

Participants say without funding recovery will not happen and limits of available funding are challenges. Participants think recovery should be required legislatively and funded specifically. They say providing money is an important part of Federal assistance and Federal funding is needed for recovery and recovery pre-planning and to cover State recovery staffing needs. Some participants perceive that FEMA resources are geared for East Coast cities and are concerned that rural areas are not adequately supported. Recovery funding needs to be driven by local needs



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assessments. Participants recognize cash flow is a challenge for businesses and local governments and suggest communities establish recovery “reserves” so they are prepared to ride out cash flow issues while waiting on assistance. They want to see the Federal government provide incentives for local authorities to create reserves and provide funding to “reload” State and local coffers. Some participants want grants to local authorities; others want loans to encourage accountability. Several participants suggest incentives: Some for the business community and others to reimburse State grants to local authorities. Participants also want all funding (from governmental sources, other resource providers including nonprofits and insurance providers) in one resource area and under one “umbrella,” centrally available to those who need them. They note assistance for renters is lacking and it is difficult for rural communities to meet thresholds. Outreach is needed so the public and those who need help know what is available and how to access it. One participant asks, *“Is there a way to define the types of recovery funds available from the Federal level?”* One participant says the flow of Federal funds needs to be better managed and utilized; another that funding needs a redundant disbursement system to ensure continuity after a disaster.

Accountability + Timeliness + Flexibility

Accountability

Participants discussed accountability in several ways. They want to see procedures and programs applied consistently across regions. They want accountability in reconstruction and suggest reliance on structural engineers for rebuilding integrity. They think a process is needed for credentialing of inspectors. And, while they say that reduction in government “red tape” is essential to recovery success, they also say documentation is critical. What is being spent, resources consumed, personnel deployed, volunteers in service, etc. need a good and reasonable paper trail. They want to protect against fraud but do not want processes to be “so tight that funds do not get to people.”

Timeliness

Participants express that recovery needs to occur as quickly as possible and should start “right away” the “minute response begins” and on “day one.” One participant says recovery should begin no later than 72 hours post-disaster; another says it begins “10 seconds after response.” Others say timing will vary by community and all are clear that recovery should begin early, some suggesting



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with pre-disaster recovery planning. Participants note timing depends on disaster type, want to see benchmarks for recovery that include timeframes and technical assistance on the ground early — even before the Federal *Disaster Declaration* is approved.

Flexibility

Participants say a successful disaster process is flexible and adaptable and provides for expediting permits through waivers and a relaxation of regulations. They note unique community needs should drive recovery and recovery should not be limited by what may (or may not) be covered by the *Stafford Act*. They want to see access to needed programs simplified, more intra-Federal coordination and regulatory barriers removed.

Building Back Safer + Stronger + Smarter

Safer + Stronger

Participants say they want to see more resilient and sustainable communities as a result of recovery. They want recovery to achieve better than pre-disaster conditions and recognize an investment in safer and stronger building techniques pays off later. However, they also do not want sustainability to become a roadblock to recovery, saying any new policy must be flexible. They note Public Assistance funding is a barrier to building back “better” because it only allows rebuilding to pre-disaster conditions and not beyond. Participants say mitigation practices work well and want to see them incorporated into disaster recovery planning, implemented pre-disaster and during recovery and a their inclusion as metric for success. They suggest stepped-up mitigation outreach and public education. While they recognize the difficulty of changing a mindset and want to remain respectful of individual rights, they think planning should include the pre-disaster creation and adoption of local codes and other regulations that will ensure safer communities. Participants note environmental sustainability is mitigation and point to one particular town as a good case study. One person says balance is needed and specifically notes balance is needed when considering environmental issues and regulations. Another wants to enable a “green” recovery through economic recovery zones.

Smarter

Participants want recovery participants to learn from each other and assurances that information is passed on, building institutional knowledge. They want to see Lessons Learned from other



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disasters shared and applied and want recovery leadership to study the approach and practices of other nations. They want to see mitigation in new development so it is “done right the first time” and mandatory mitigation planning for businesses. They suggest a system that identifies risks and mitigation strategies personalized to individual community needs. They also see value in shared information from recovery professionals who travel and learn from different regions.

Roles + Responsibilities + Local Capacity

Roles + Responsibilities

Participants say clearly articulated and understood roles and responsibilities are important to ensure recovery success and need to be developed. People need to know who is in charge. Participants suggest a clearly defined organizational chart, chain-of-command identified and established pre-disaster with recovery to model the *National Response Framework*, which is defined by function. One participant says a successful recovery involves higher levels of government helping local governments get up and running again. Another says regions should be empowered to make decisions for themselves and they should engage in strategic planning between FEMA, local stakeholders and community governments. And others say there is not a one-size-fits-all solution to recovery. One participant says recovery is not a government function; it is a community responsibility and local stakeholders should “take charge.” Most recognize local governments are best at identifying community needs and say local authorities and stakeholders should plan and control recovery with State and Federal assistance. Participants acknowledge that if local authorities lead recovery, they must be empowered, trained and have funds readily available. Some participants see the State role as one of support. One participant notes roles and responsibilities might be different from state-to-state and throughout the nation. Some see local governments, others see local and State governments, as responsible for bringing infrastructure back to capacity. Some participants see it as the State’s role to provide information gathering support and allocation of resources among local areas, identify resources and make them available before a disaster. Another says if the local authorities are leading, the State role is to coordinate recovery efforts across Tribal authorities, private sector resources providers, businesses, NGOs, VOAD and Federal organizations. Some participants look to the Federal government to provide resources, manpower, equipment and expertise. One participant says the Federal role is to “bring the checkbook.” Another says the Federal government should have standards and funding for recovery plans and ensure they are in place but some express a disconnect between Federal agencies.



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Local Capacity

Participants note the lack of local and State personnel in a general to manage new post-disaster related responsibilities and insufficient numbers of people with specific recovery skill sets like planners, structural engineers, professionals to help with assessments, insurance adjusters and building inspectors. This can be especially true of smaller communities. Participants want to see recovery efforts geared to communities with few staff resources and see reasonable and appropriately scaled Federal requirements for those communities. They want recovery sections staffed and also want communities to seek outside resources and professional expertise when needed. They suggest the development of lists to help them communities connect with needed technical assistance.

Training

Participants say local authorities and governments are empowered by training (and planning). They think training at all levels pre-, post- and during a disaster is key to successful recoveries and especially note the need for grassroots preparation and plan exercising. One participant says, “Resiliency is not something you buy, it’s something you train.” Others note National Incident Management System (NIMS) training for the private sector as a good model. Participants want to see training, pre-disaster drills, table top exercises and outreach and public education that promote preparedness and mitigation, are recovery-specific (going beyond response) and that build an understanding of recovery processes, resource management and funding streams. Participants mention the need for recovery training opportunities for NGOs; they like CERT training opportunities; want to see documentation training on how to complete assistance application forms and training that networks and involves the public, community leadership, public officials and neighborhood citizens. They want to see Federal grant support for training and continued support for the Emergency Management Institute (EMI) courses.

Nonprofits + Private Sector Participation in Recovery

Participants say the private sector and nonprofit organizations are critical to recovery success. One participant says 70 percent of recovery funds come from the private sector. Another says



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nonprofits are likely to be providing disaster assistance before the government, noting they bring a lot of capacity to recovery, have the ability to fill gaps and effectiveness of faith-based organizations at the local level. Participants want to see private sector and nonprofit involvement early, during the pre-incident coordination and included in recovery planning processes, post-disaster coordination and drills and exercising. They further suggest FEMA, local emergency managers, recovery leadership, nonprofits and the private sector meet and develop a unity of mission for nonprofit and private sector involvement. They want to see the creation of a common operating picture that maximizes interdependencies, addresses how to appropriately take advantage of spontaneous volunteers and private sector resources and provides guidance on certification and credentialing. They note communities cannot be successful without economic recovery and are concerned that a disaster could include a severe economic disaster. They want to see pre-disaster planning consider the potential of a total economic collapse; private sector continuity plans as part of community disaster recovery plans and assistance available to ensure small business survival. One participant identifies the important role transportation corridors play in recovery — making it possible for workers to get to work, goods and services to reach distribution points and customers to get to small businesses — says the private sector owns 80 percent of the infrastructure. Participants note small businesses as the economic driver of many communities and want to find ways to incentivize private participation in recovery, especially small businesses, and they acknowledge there needs to be an understanding of their unique liability issues when involved in recovery assistance. They also note the role private sector assistance plays in helping communities successfully address environmental issues that need technical expertise. Participants want to see greater attention to recovery training opportunities that include the private sector and nonprofits. They note both are conduits to the community. They like the idea of a coordinating council that brings the private and public sectors together pre-disaster; one participant notes the Private Sector Homeland Security Steering Committee as a model. While participants want to see the private sector have a greater role in recovery planning, they also note the private sector needs its own recovery planning. One participant notes Ready Your Business Plans as a model.

Individual Self Reliance + Responsibility

Participants say recovery begins on a personal level before local government is involved. They recognize individuals have resources that need to be factored into recovery planning and note an important transition occurs from life saving and sustaining of survivors (rescue and response) to



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recovery when people move toward self-sufficiency. Participants said several times individuals need to take responsibility for themselves and the public mindset needs to be changed to one of personal responsibility. They say a measure of recovery success is self-reliance, when individuals understand how to meet their own needs and get involved in the recovery of their neighborhoods. Communities need to empower individuals with good information, skills-building and recovery-focused education. One participant says that beyond the 72 hours of rescue and response, individuals need their own plan addressing the question: *“What are we going to do for ourselves?”* One State offers a hazard Web site where individuals can locate their home address and determine greatest risks. Another point to Be Ready and Ready Your Business as models for personal planning.

INNOVATIVE IDEAS

- Create a comprehensive matrix identifying recovery resources that is accessible through the Web.
- Create a local Disaster Recovery Center and Management Facility that manages the process of keeping local businesses open, identifies where to go for help and coordinates family contact.
- Create a FEMA Lessons Learned Web site where communities can share stories and experiences.
- Create an online inquiry process where any member of the public or community group can submit an inquiry.
- Create a complaint process that manages the receiving, response and tracking of complaints.
- Expand Superfund Amendments and Reauthorization Act (SARA) Title 3 to include recovery.
- Include guidance in Requests for Proposal (RFPs) to push requirements for NIMS.
- Focus debris management strategies on recycling opportunities.
- Consider a Good Samaritan law for citizens willing to help with recovery.
- Create Local Assistance Centers that are one-stop shops for recovery information and assistance.
- Create a private sector coordination council; run practice scenarios; network and preplan.



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- Create Federal (and/or State) Recovery Assistance Teams that can be mobilized to assist in recovery.
- Create a State level-clearing house Web-based database to identify recovery needs and resource distribution.
- Create a list of outside resources that can fill State and local gaps.
- Create a credentialing system to facilitate outside aid.
- Set up a recovery coordinating council in each State pre-disaster.
- Create a Web based resource center so that individuals and communities can identify available recovery resources.
- Create a centralized system for assessing damaged property.
- Create a special-needs registry for the disabled.
- Federal government creates and implements a national campaign that explains the importance of preparedness.



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DEFINING SUCCESS



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Defining Success

Participant Responses

(NOTE: Comments are typically recorded by question by group so it is clear which groups responded to which questions.)

Q1. How would you define a successful disaster recovery?

Group 2

- It would help if there were a “fourth sector” that could work together with government, nonprofits and private.
- Success means returning to a sense of normalcy. People need to feel secure.
- Success means to mitigate so that next time is not as bad.
- There will be a new normal.
- Successful recovery happens when the community has received all money available to them.
- Success is when Federal/State/local work together.
- Success is when there is economic growth and losses stop.
- Success is dependent on clearly defined policies and procedures.
- Public assistance does not always apply to the western United States.
- Amend *Stafford Act* to create scalability.
- A successful process is flexible and adaptable (NIMS holds those concepts).
- Fire departments are so different, which illustrates the problem.

Group 3

- Successful recovery is based on how well the media is used and how the story is told internationally. How well are we doing in giving the public accurate and timely information.
- Success means that there are no unnecessary discomfort and problems, deaths and injuries.
- Preparation at all levels from grassroots to large corporations.
- Success means that people are satisfied with local/Federal response.
- Expectations are communicated. How well have we informed the public on what to expect during the process?
- Success happens when people are well prepared to quickly implement the plan already in place.
- Preplanning is essential.
- Looking back, the community is able to say, “We really dodged a bullet.”
- Success is what the community did not have to deal with because it had planned well.
- Preparation and quality of communication systems are necessary for success.
- Returns society back to normal as quickly as possible.
- Grassroots preparation, education. Have a plan. Exercise the plan.
- Citizens know how to respond and have opportunities to be prepared.
- Establish resiliency.



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- Moderate expectations.
- Success is carrying out rebuilding.
- Communication and collaboration in the pre-disaster time.
- Back to as close to normal or better.

Group 1

- Affected people have information on where to get assistance, where to find Red Cross, etc.
- Supermarkets have opened.
- There is a return to normalcy things are “as if it never happened” while still acknowledging change.
- People’s needs are met (hierarchy of needs).
- Success is when the community is better than pre-disaster.
- Success means safe buildings and a return of water, sewage and power utilities.
- Recovery needs to be seamless, efficient and equal meaning everyone is served equally.
- A successful disaster recovery depends on a sequential plan to take care of prioritized needs.
- Success needs sufficient residences ready and available up front.
- People need to be trained to execute the recovery plan.
- Successful recovery results in incremental restoration of essential services in order to return to pre-disaster quality of life.
- Successful recovery starts before disaster with pre-planning and education and get the communication system up. Do not over-allocate resources.

Group 4

- Keep it simple; restoration of the ability to locally deliver essential services.
- Local delivery is the key.
- Local jurisdiction, local schools, hospitals getting back to business as usual.
- Business as usual is different for government versus private sector.
- Communication relationships need to be built before disaster happens (pre-planning).
- When government agencies and faith-based agencies and volunteer agencies establish a “new normal” – might not be able to go back to normal.
- New normal is where business and individuals can get back on feet (on their own) and function independently.
- In order to ensure success must be able to meet/recognize a set of community goals and expectations.
- Must figure out response and mitigation even during disaster and preplanning for mitigation.

Group 5

- A measure of success is self-reliance – understanding how to meet your own needs, get involved in your own neighborhood.
- First step is to understand the extent of the disaster – starts the process.
- Everyone getting back to normal life, back to work, affected areas habitable, financial system up and running.



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- Operationally functional is a measure of successful recovery, as quickly as possible even if people are still located in a different geography but still servicing people in the impacted area (the residents, citizens).

Group 6

- Sufficient preplanning so the Federal government does not even need to be called.
 - Adequate preparation.
- Sufficient funding.
- Where public thinks the recovery is successful.
- Recovery is coordinated, interpreted, collaborated team effort with adequate public information, team approach with all levels of government and all agencies able to help people and industry to the fullest extent possible.
- Recovery – restore, economic vitality or recovery.



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Q2. Are there clear phases in the disaster recovery process that are useful milestones?

Group 2

- The first phase of recovery is when response ends.
- Project Worksheets (PWs) are filled because it means communities receive money.
- People need to apply procedures consistently across regions.
 - Written policies and procedures allow consistent application.
- *Stafford* is updated and all people with experience in all levels in government have ability to participate in its update.

Group 3

- Assessment – deployment of personnel to assess.
- Make it safe, fix it, move on, get paid and back to normalcy.
- Think about recovery from day one.
- Do not stop with public safety but use triage techniques to assess which needs have to be taken care of first, second and so on.

Group 1

- A milestone is when items have begun distribution back to stores and stores are able to care for customers. This means that roads are open and utilities are back on.
- A milestone is when workers able to get to work.
- A milestone is when the banking system is back up.
- A milestone is when electronic systems up and stores can accept debit cards and food stamps.
- Recovery starts with preparedness.
- Recovery starts “as soon as it can.”
- First milestone is getting health facilities up and running.
- Comment from Walmart representative: “First thing is to open store and get basic needs to people who need it.”
- Prioritize what is most essential to direct resources.

Group 4

- A set of lessons learned from experiences that are shared.
 - Have a success report on planning effects – what helped.
- Phases are essential services returned, getting back to a new normal.
- Phases are preplanning, testing and revise procedures stages.
- Recovery starts 10 seconds after response.
- Transition from response based to recovery based for command and management.
 - Communities, business, industries.
- Develop a contingency plan prior to the disaster, follow the plan, the steps in the plan are useful milestones, but the plan needs to be adaptable to the situation.
- Understand who you are, effects how recovery proceeds, have to understand the chain of command on how to proceed.
- In recovery process documentation is critical, on what is being spent, resources expended, personnel, volunteers – need a good but reasonable paper trail.



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- Assess what steps or what the needs are in recovery. Those are the phases.
- For features of recovery assistance, need to know what is available from providers.
- Need to understand reimbursement process/forms.
- Federal agencies need a documentation team to train folks on forms, etc., for recovery.
- In recovery, community needs to understand how to get information, what media provides information – what media mediums are available.
- Set up communication for affected people/community planning/preplanning prior to disaster.
- Documentation is critically important in recovery process.
- Expediting permits to facilitate recovery process.
- Work with agencies for debris removal – preplanning important to expedite this.
- Need Hazardous Material (HAZMAT) planning prior to disaster.
- Understand where you stand in the recovery process – who is greatest priority.
- Disaster recovery priorities that need to be articulated with the same force as response incidence priorities.
- Credentialing/certification needs to be established to expedite recovery.

Group 5

- Get basic needs taken care of, keeping in mind that people may be in different geography.
- Public assistance and individual assistance are important features of Federal recovery.
- Guidance from regulatory agencies in recovery procedures is important prior to event – a scalable plan that is flexible.
- Contingency planning is critically important – reciprocal aid agreements.
- Phases – are hospitals, life safety, then infrastructure (transportation, water, energy) all serve as milestones.
- A successful recovery is no glitches in top to bottom communication.
 - Good communication – all groups understand each other, faith based, residents, those affected, volunteers (a good chain of command).
- Successful recovery is communicated with clear expectations of assistance to the general public. Tell people what they will need to do on their own.
- Proactive planning and preplanning and promotion of disaster recovery process.
- Education of citizens is critically important.
 - Understand what Federal government will and will not do.
 - New public awareness training.
- Need to understand needs prior to disaster, so can tailor an education program.
- Disaster drills need to occur.
- Progress and milestones in the process are education programs.
- Key components are back up and operational a measure of success and a milestone.
- An assessment tool needs to be developed that can assess key milestones.
- Develop a process similar to damage assessments.
- Develop a standard/uniform reporting method that is similar nationwide that measures recovery status.

Group 6

- Timing is critical; all needs are met.



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- A real Federal, State and local partnership. Coordinating across government, no 800 pound gorilla from Federal agencies.
- All disasters are local and that should set priority.
- Resumption of critical infrastructure.
 - E.g., healthcare, not just hospitals, all outpatient facilities.
- Community comes back with resiliency, people back on feet quickly.
- Phases.
 - 1. Recon – what we must do.
 - 2. Recover/reclaim.
 - 3. Restore facilities, infrastructure, and stuff.
 - 4. Resume.
- What are the resources to inform above process?
- Mobilize resources.
- Milestones – utilities back, healthcare, economic infrastructure/monetary/banking/transportation/communications/hierarchy/triage/pecking order/priorities of milestones
- In recovery, most milestones are economic.
 - Level of economic activity.
 - Distribution and delivery.
 - Structures are safe?
 - Establish safety.
- Milestones – government services are restored, such as schools.
 - Individual resources are restored such as housing.
 - Measuring housing where people are living is a measure of recovery process.
- Milestone – normalization so people can perceive a level of community is recovered and returned to the community.
- Individual assistance, financial assistance.
- Understanding recovery is a long process – could take years.
- Security is critical in early stages of recovery.
 - Physical security such as National Guard.
- Milestone – people feel safe.
- Federal government to fund National Guard.
- Hazard mitigation grants/Federal recovery assistance.
- Trickle down of grant money from.
 - Federal → State → local.
 - Driven by local needs assessment.
 - For preplanning and during recovery.



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Q3. What features of Federal disaster recovery assistance are most important to you?

Group 3

- Provide what is needed or what the community says it needs.
- Minimize waste.
- FEMA preplan what different areas need to know. Communities need to make FEMA aware of gaps in resources. For instance, one specified state would need help with assessing buildings after an earthquake.

Group 1

- The Federal government could set up vendor numbers so organizations could get paid.
- Create memorandums of understanding to provide mutual aid agreements.
- It is important that there is an immediate response for basic needs.
- Providing housing is important.
- Cooperation between Federal/local/State governments is important.
- There needs to be knowledge on what Federal documents are necessary to get money.
- Providing money is an important part of Federal assistance.
- Federal assistance starts with education on where to find information.

Group 5

- Measures that bring community and citizens back to a normal and productive level.
- Re-establish individual/families mode of existence and livelihood either in the place of disaster or another location.
- Will have flawless chain of communication from top to bottom resulting in assisting all people, to resume normalcy.
- Provide resources, manpower, equipment and expertise to return to normal.
- Clear communication strategy.
- Organize all agencies to recover from losses, communication.
- Restore/re-establish, standard of living.

Group 6

- Reinforces that locals lead with State assistance and Federal support in the rapid restoration of individual and community living.
- Framed at local level coordinated at higher level.
- Everyone comes back after disaster occurs.
- Accurately identifies needs of citizens.
- Executes thoughtfully prepared plan.
- Seamless communication.



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Q4. How would you measure progress and what specific metrics should be considered for a successful disaster recovery?

Group 2

- Milestones include the time when people start spending money, garbage is picked up, people are going to work and infrastructure is back on line.
- Measure progress by how many PW completed and obligated.
- A measurement is when people are moved from temporary to permanent housing.
- It is a process of what people are seeking out from food, the basics and then finally, things like furniture.
- A milestone is when a community warehouse has done its job effectively/efficiently and is closed.
- Phases include first housing, then schools, grocery stores, recreation, water, sewage and healthcare.
- A metric showing recovery is when donations start to exceed need.
- Success can be seen when agencies come together to execute plans.
- Public Assistance (PA) long-term recovery group is up and running.
- Individual Assistance (IA) committee is going and they are discussing unmet needs and case management.
- A metric is when something in place that connects and informs people.
- Key is working together towards a sense of community.
- Partners working together to rebuild the community for a success recovery from disaster.
- The basic unit of the country, the family, survives and is restored.
- Understand how affects people in the long term, past when “recovery” is ended.
- Maintain basic health services for community needs.
- Partners in affected community.
 - CCCC (cooperation, communication, collaboration, coordination) to bring community to new normal.
- Expectations have been effectively managed.

Group 3

- Measure progress with a place and constantly evaluate.
- Measurement would be how long it takes and what is prioritized.
- Communicated so all on board with how to prioritize.
- You would want to end up where you started.

Group 1

- Once there is an established process, there needs to be a way to measure progress.
- For earthquakes, it is important to mitigate chaos, get information to people and get people back to work and get an income or get needed assistance programs.
- Measure the percent of utilities that have been restored. Get critical information back online as soon as possible.
- Use radio/television to get information out to residents.
- Use economic indicators.
- A milestone is when people are able to get fuel, food, water and housing.



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- Pre-planning is essential.
- There needs to be a well-defined plan that covers how critical information is provided, how debris is removed and how law enforcement can be done effectively.
- It is important to curtail hysteria and control crowds. There needs to be a way to deal with stress reduction and mental health issues.
- People need stability.
- Enough communication provides stability.
- Local governments should do preplanning for areas known to be at risk.
- Identify structures at most risk and alert residents.
- Buildings need to be approved by structural engineers before people return to them.
- Federal government should provide more mobile type setups.

Group 5

- A useful/successful metric would be no negative.
 - Television programming would go back to normal.



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NOTE: Groups 7, 8 and 9 followed a different facilitation format. Participants looked at all four (4) questions together and provided their response.

Q1. How would you define a successful disaster recovery?

Q2. Are there clear phases in the disaster recovery process that are useful milestones?

Q3. What features of Federal disaster recovery assistance are most important to you?

Q4. How would you measure progress and what specific metrics should be considered for a successful disaster recovery?

Group 7

- Start with a good recovery mitigation plan before a disaster event and implement on an ongoing basis. The plan should be flexible.
- Procedures also need to be in place to determine how the implementation measures in the plan will be accomplished and how local codes and other regulations will be integrated.
- Communities should do as much in advance as possible to have pre-qualified inspectors/assessors ready to go when a disaster hits.
- When primary responsibility changes from Federal response to State/local authority and from life saving/sustaining for survivors to recovery:
 - Essential services are restored.
 - People move toward self-sufficiency.
- Recovery begins on a personal level before local government is involved.
- Local agencies must help people understand disaster preparedness — government cannot come in and back out if people are not prepared but can help with resources.
- Government agencies at all levels need to manage individual expectations and be realistic about:
 - What governments can really do?
 - Individual Assistance (IA), which will not make people “whole.”
 - Going from IA to Public Assistance (PA) does not make communities whole.
- Communities and individuals need training to prepare for disaster.
- People need to have individual provisions for survival, particularly in urban areas:
 - Food.
 - Water.
 - Shelter.
- Communication and coordination among agencies is essential.
- Families come first in disaster response: responders need to ensure their families are safe before they can begin working on recovery. Ensure emergency responders and families are taken care of so responders can focus on their responsibilities.
- Rural water associations, in particular, need training and assistance to prepare for disaster.
- Mutual aid agreements need to be in place in advance.



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- Government and businesses need continuity plans; identify gaps, weaknesses to ensure organizations can support one another.
- Communities need to increase public awareness and provide better information on where to go and what to do. Federal agencies need to create awareness of resources. Should be a tiered approach and could include:
 - Neighborhood watch.
 - Amateur radio.
- Need to pre-plan where to relocate temporarily.
- It is critical to get Emergency Medical System (EMS)/healthcare system up and running early in recovery — this relates to having a disaster mitigation and recovery plan and assessment in place.
- Avoid duplication and understand respective roles among agencies and organizations in disaster recovery.
- Government should be proactive, not reactive.
- Pre-disaster mitigation should be part of this recovery plan.
- Restoration of public safety, transportation, infrastructure services and essential businesses is critical.
- Communities need points of pre-determined points of distribution for recovery relief.
- The mitigation plan and recovery plan need to work together.
- Communities may need to rebuild to a higher standard as part of pre-disaster mitigation.
- Communities should incorporate resiliency in pre-disaster planning to avoid or lessen impacts of an event.
- Assemble medical assistance teams.
- Draw on Federal stockpiles.
- When a community gets to the point when Federal/State assistance is no longer needed, this is a milestone in recovery.
- Successful recovery has been achieved when a community is able to restore its quality of life:
 - Restoration of essential services.
 - Supply train.
 - Employment.
 - Schools.
 - Housing.
- Benchmarks for recovery could include timeframes (30 days, 90 days, etc.).

Group 8

- Depends on people being served.
- Community vision for successful recovery must be locally defined
- Local/individual comfort zone — rebuild as was versus rebuild better.
- Satisfied that “normalcy” has returned to major life needs:
 - Water.
 - Food.
 - Housing.
 - Lifeline services.
- Timelines defining success will vary for community — 30 days, 90 days, one year.
- Successful recovery must recognize that some things will never return to way they were.



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- Recovery process general involves restoration of basic services, then public services then business/private services.
- Success requires building community energy to keep the process going.
- To achieve success, need to reduce government red tape.
 - Do not give people the impression that the Federal government is not going to “fix it” — the Federal government is just part of the solution.
- Agencies at all levels need educate the public and manage expectations.
- Recognize that local organizations do most of the recovery work.
- A successful process involves higher levels of government helping locals get up and running.
- The recovery process should involve an “All Hazard Framework” — a universal Federal framework that defines and measures recovery with:
 - A common understanding and definitions.
 - A list of functions that may vary by type of event.
 - A process that is comprehensive yet simple.
 - A “1-800-Help!” line.
- Need to think about preparing for disasters so that they do not impair facilities.
- Need to recognize that a “disaster” could include a severe economic disaster.
- The recovery process needs to be geared to communities with few staff resources.
- Federal requirements for such communities need to be reasonable and scalable for size of community resources.
- There needs to be a process in place for credentialed inspectors in advance of disaster; use local resources if possible, although identifying these resources can be a challenge.
- Federal agencies can help with a registry of certified professionals.
- Communities need to be prepared with effective and responsive planning in advance of disaster.
- Use an Emergency Systems Management approach with a comprehensive matrix identifying all resources that is Web site accessible and that can allow agencies to “triage” needs.
- Effective recovery process should include a process to prioritize resources allocations.
- Disaster recovery planning involves identifying strengths and weaknesses.
- Recover phases include:
 - Phase 1.
 - Energy.
 - Water.
 - Transportation.
 - Communication.
 - Debris removal.
 - Phase 2 (involves faith-based groups).
 - Businesses.
 - Public services.
 - Schools.
 - Health services.
 - Private services.
 - Mental health.
 - Small businesses most vulnerable.
 - Restore basic economy.
 - Phase 3.



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- Public programs.
- Return to homes.
- Restore day-to-day government services.
- Daily life to normal.
- Restore character, economy, vitality or enhance and fabric.

Group 9

- Success recovery is for a client community is:
 - Effective.
 - Efficient.
 - Commensurate.
 - Just.
- A feature of Federal disaster response is how long it takes until help arrives — communities need to know how long this will take.
- Communities cannot be successful without economic recovery.
- An important recovery milestone is how long it will take to restore:
 - Gas.
 - Power.
 - Banking.
 - Sanitation.
 - Water.
 - Telecommunication.
 - Cable service.
 - Transportation.
 - Food distribution.
 - Health and medical.
 - Employment.
 - Education.
 - Government services (continual).
 - Postal and shipping.
 - Shelter, then permanent, quality housing.
- Recovery measures include:
 - Percent of people in homes.
 - Percent community services restored.
 - Percent of damage assessments completed.
 - Percent schools reopened.
 - Trash and debris removal.
 - Amount of reserve in basic systems that allow a community to function.
- The quality of recovery benchmark measures is important and should focus on getting back to normal:
 - Was plan integrated?
 - Measuring achievements, time, and cost.
 - Lessons learned, modifying plan.
- Need to self-identify resources and let organizations do what they do well.
- Adequate Federal resources are needed to develop and communicate common goals.
- Prior preparation prevents poor performance during disaster response and recovery.
- Successful recovery requires communities to build in redundancy in basic systems.



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- Need to prepare private sector partners:
 - Revenue and regulatory.
- Communities need to set aside a reserve.
- Individuals need to prepare themselves and families need to recognize individuals have resources and factor into a recovery plan.
- Communities need to empower individuals with good information, skills and education.
- Need to keep the money flowing (also jobs, retirement benefits).
- The Federal government should use money to help “reload” State and local coffers and make it easier to access Federal resources.
- Government and nonprofit organizations need to prove leadership and hope commensurate with the scope of the disaster.
- Recovery phases include restoration of:
 - Critical infrastructure (that support basic skills).
 - Basic services, including public services (hospitals, schools).
 - Public programs (Social Security, food stamps).
 - Private services (business, churches).
- Recovery also requires communities to refocus on preparedness and mitigation.



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Q5. What else would you like us to know?

- Answers to this question informed comments made to other questions and were not specifically addressed here.



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BEST PRACTICES



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Best Practices

Participant Responses

[NOTE: Comments are typically recorded by question by group so it is clear which groups responded to which questions.]

Q1. What are best practices in managing recovery from disasters?

Group 7

- Have to have a plan.
- Recovery planning groups can be effective, such as that formed in one particular county that included representatives from:
 - Department of Agriculture.
 - Private business.
 - Nonprofit.
 - Attorney General.
 - Health.
 - Army with chemical stockpile.
- During disaster recovery, have recovery folks in same room looking at the same information so that they are on the same page.
- Learn from history: What were the shortcomings? Did things play out the way you thought it would. Know what resources are available to you before you have to use them.
 - FEMA lessons learned Web site: Each community can share what they have learned from disasters.
- Knowing limitations/constraints.
 - Plan to work around/fill gaps.

Group 8

- Who is in charge?
- Clarify how organizations fit together. Clearly defined organization chart.
- Communication capability.
 - Text messaging should be used more.
- Inter-governmental planning and coordination: Local elected officials should be engaged before, during and after event. Officials should assume major responsibility. Public needs to perceive things are going well and believe that officials are doing their job. Must be organized and have a plan. Should send no mixed messages. Should have unity with all community groups.
- Meet needs/identify needs of citizens and businesses at community level.
- In terms of recovery: community needs all Federal funding, plus local insurance, in one resource area. All resource efforts need to be under one umbrella. There are lots of Federal programs besides FEMA, including nonprofits; they should all be centrally available to the victims.



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- Federal programs beyond FEMA.
- Faith-based and nonprofit.
- Utilize local resources. Use local people in rebuilding effort as much as possible

Group 9

- Share successful lessons from one specified state; State agency representatives have big private sector companies located close to their operations. If State does not have resources, they throw it over to private sector. With emergencies with transportation need, collaborating to ensure common goals
- Efficient leveraging of resources to meet goals.
- Study other nations' practices. Other countries may have different approaches that we can learn from.
- Common vision stems from good leadership and advance planning.
- 1993 Andrew: Air Force Base was lost, but vision for the future allowed speedway to benefit community.
- Preparation is best practice. Salt Lake City took group back to Emmitsburg. As a county, best thing for planning. Integrated Emergency Management Course @ EMI.
- Salvation Army in Guatemala brought a brick plant into the region. Now in recovery, the facility that we introduced provides bricks to 80 percent of country. Forward-looking efforts to improve community.
- Capture past problems.
- Make sure we have communication networks with all partners and public so correct, ongoing information is disseminated.

Group 4

- Local/State/Federal/Tribal act as one team and find strengths of each partner within that team.
- Utilize local people and business as a key part of recovery to aid local economic recovery.
- Minimize profiteering.
- Provide local business with assistance in understanding Federal process and guidelines.
- Need Federal government help with education.
- Keep local business involved in recovery as well as private sector.
- Disaster recovery is a work opportunity for local community.
- Document the recovery.
 - Expenses/resources/build on lessons learned.
 - Must be streamlined to be effective.
- Preparedness on a neighborhood level is key.
- Faith-based organizations are especially effective on the local level.
- Federal government needs to provide assistance in addition to private sector assistance to help communities successfully address environmental issues that need technical expertise.

Group 5

- Community on the ground is a great resource.
- Utilize existing communication corridors including Tribal resources.
- Provide information before disaster.



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- Need to educate people about the plan on local level so information gets out to community at large.
 - For example, what to do to get gas lines turned off.
- Information needs to get down to the grassroots level.
- Leadership is needed and should be pre-identified.
- Use school system as a conduit for this education.
 - For example, universities.
- Help individuals recover.
- Share information.
 - Volunteer programs always looking for knowledge from city and State.
 - Community Emergency Response Team (CERT) is a great mechanism for this.
 - This builds context and relationships with people and city and State pre-disaster.
- Not all information is shared by city and State.
- Volunteers need to be organized.
- Faith-based organizations.
 - Can be good resources.
- Relationship building is important so people know each other before the event.
- Understand who the resources are.
 - Create directory of people and resources.
 - Need to extend into private sector.
- Local chain of command should be pre-established.
 - Communications need to be set and clear before hand.

Group 6

- One state's model is Critical Infrastructure Council.
 - Be Ready organization.
 - Coordinating council is good model.
- Set in place beforehand in order to bring public and private sectors together.
- Focus should be to ensure that resources can be enabled and scaled not stuck in parallel tracks.
- Community groups discuss recovery.
 - Ongoing, teams need to talk today.
- Communication.
- Need to communicate Federal program rules to public.
- Need to coordinate statewide efforts with surrounding States resources.
- Find a way to organize these efforts.
- One program brings private and government agencies.
- Networking opportunities.
- Build connections.
- Need to focus on pre-mitigation of disaster.
- Sector specific groups need to be complete to expand efforts statewide (not State mandated).
- Coordinate volunteer efforts and reach out to all.
- Encourage media participation.
- One particular city's flood, for example, had emergency appropriation from the State.
- Need funding preset for response and recovery.



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- Protect disaster funds from being raided by other programs.
- Give local government authority and incentive to set aside funds.
 - State loans (not a grant) to encourage accountability.
- Find a way for FEMA to arbitrate disputes.
- Need 1-800-FEMA, phone number (similar but one that works better).
- Include checks and balance to stop fraud.

Groups 1-3

Responses from three (3) groups are organized by category of group providing input.

General Input

- Disaster Recovery (recovery) begins with planning component prior to an event.
- Plans should identify roles and responsibilities of recovery tasks.
- Training and exercise should be a major component of recovery.
- Viable communications is important, i.e., communication infrastructure should be strong enough to withstand an earthquake.
- Partnerships should be established and networking conducted prior to any event. This can be developed during the training process or with MOUs, public officials' conferences, RISC meetings, special topic briefings and through CERT communities.
- There will be many variables that will affect a final recovery plan; partnerships will plan while relationships will develop the final recovery. All groups must understand the "local" response to begin recovery.
- Partnerships include really understanding capabilities of all partners.
- Integrate *Federal Government Continuity of Operations Plans* into recovery actions and test them often.
- Increase the communication between county and city government planning with State planning. Private and NGOs could be included also.

Private Sector Input

- As response is taking place, the private sector has begun recovery.
- As fire trucks are fighting a fire, private sector employees are trying to get to work.
- Seventy (70) percent of banks are able to come back from a disaster and business continuity is a major factor.
- Transportation corridors are important to allow customers to get to small businesses.
- Customers outside of the area of a disaster expect business continuity.
- Potential economic collapse should be considered as a major component of recovery actions.
- Consider a Disaster Recovery Center/Management Facility: manage the process needed to keep businesses open. Need to consider business continuity in recovery plans.

NGO Input

- There are challenges with Emergency Support Function (ESF) #14. In conjunction with long-term recovery, NGOs assist with individual assistance — the individual assistance component is very important.
- Community long-term recovery and individual assistance recovery should be rolled out simultaneously.



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- Current method to get NGO assistance is through a request process, which can take time. Due to this time delay, NGOs tend to self-deploy.
- All participants should learn each other's roles.
- In the recovery process, 70 percent of funds come from the private sector.
- Individual Assistance – NGO groups want further education – better defined I.A. program
- Question: Is Individual Assistance a response or recovery action program?
- Best practice: In one state, there is a private Sector Homeland Security Steering Committee.
- Consider the development of a Recovery Working Group before a disaster and include all levels of groups or anyone with a role in recovery.



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Q2. What are best practices for community recovery planning that incorporates public input?

Groups 1-3

- Provide support to local and State governments.
- Understand what the community wants and understand there are limitations in funding.
- There are 16 cities in Salt Lake County. There should be a single plan for the entire county prior to a disaster.
- Recovery is about funding and the limits of available funding.
- Question: Should a community plan to go back to the way it was prior to the disaster or plan for something different?
- Need to vet the public and get them involved, e.g., Be Ready campaign. This could be used as the next step in recovery planning.

Group 7

- Put into practice what the public is saying; heed their wishes. Do not let it fall on deaf ears. Collect information by public forums and dialogs.
- Town halls work if they are structured correctly. Otherwise it becomes a whiney outlet.
- Have a complaint/inquiry process. Where any member of public or community groups can submit an inquiry (include on-line).
- Get parties involved prior to disaster recovery, so they are not meeting for the first time when disaster strikes and the recovery process ensues.
- Mechanisms for using public input.
 - Public forums.
 - Town halls (if structured).
 - Early on.
 - Not as a grip platform.
 - Help reach hard-to-reach individuals.
- Have complaint process.
 - Receiving.
 - Managing.
- Inquiry management systems.
 - Effective tracking.

Group 8

- Outreach: utilize community groups and leaders already functioning within the community.
- Tap individuals who have had smaller scale emergencies (house fires, floods, etc.) for their experience. Use as resources in the recovery effort.
- Include VOADs in your planning meetings.
- Encourage certification programs.
 - A way to network and directly involve neighborhood citizens.
- Zones able to focus efforts.
- Use actual events for your exercises, like a parade. Apply training in non-disaster events.



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- Traffic control/training.
- Identify neighborhood-level services. Coordinate neighborhoods into their specialized skill and organization. In one particular city there are seven (7) to 10 models.
 - Some will vary by neighborhood.
- Who is connected?
- Model after *National Response Framework* (support functions). It is transparent from the White House and down. It is defined into functional areas. The recovery situation is the same, need to know who is functioning in what responsibility and in what roles. What organizations do what. In recovery every person need to understand his or her role. Need common vocabulary and roll. NRF is working well; let's use it.
 - Common structure and function approach.
 - Define the responsibilities of each section of the recovery framework. Recovery is not a government function; it is community responsibility.

Group 9

- Must be IN the community. Must be out there in the disaster . . . before, during and after. If community cannot get to you, then you need to get to them.
 - Intensive outreach.
- In planning process, take the planning ideas out to community for focus groups, public forums. Then educate the community about the process.
- Recovery exercises need to include public. In recovery exercises the public is never present. Community is usually leadership only, not the citizen.
- Use local groups meetings.
 - Invite public officials and first responders.
- Hurricane Ike, citizens have formed neighborhood watch groups, identifying what they need to know, what they want to know, what they like to know. Community determines their own solutions. Prepared and thinking long term.
- Have citizens know they are responsible for themselves. It takes time for government to marshal resources and get them into place. They need to be reassured that their recovery is there.
- Change public mindset/personal responsibility.
 - Not refugees but survivors.
 - Not local responsibility but personal responsibility.
- Use a grassroots approach: church, school, local . . . ask them what their input is.
- Empowering local/resident/business: May require some public education so people understand what their own responsibility. Beyond the 72 hours they need their own plan. What are they going to do for *themselves*? Need outreach to get information to citizenry to know what they should be doing. Information empowers them to know what they should do.
- Short- and long-term housing is part of recovery.

Group 4

- Long-term recovery committees need to open process to public through open forums/informational sessions/need to provide help with understanding government processes/need to listen to public experience and input.
- Need to develop shared mission statement.



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- Need to recognize local – elected leadership (e.g., city council) as partners with State/Federal.
- Have community representation on local emergency planning.
- SARA Title 3 needs to be expanded to include recovery.
- State Emergency Response Commission (SERC) – utilize this.
- Help people understand realistic limitations of Federal government’s ability to provide reserves and assistance.
 - Need to manage expectations.



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Q3. As disaster recovery is primarily a State and local leadership issue, what are best practices for the timing (including start and end) and form of Federal assistance and coordination?

Groups 1-3

- Recovery should start right away. Response starts the recovery process with private sector and NGO participation at the beginning of the process.
- Discussion included details of Public Assistance program and Individual Assistance program. Different groups can accomplish public Damage Assessments at the same time with no coordination.
- There must be coordination of adjacent States assistance/assets with MOUs in place. This could include a shared asset plan – but must have a working relationship.
- Recovery should begin no later than 72 hours – this is the time recovery groups should be ready to provide assets.

Group 7

- Not waiting, waiting for disaster recovery declaration slows down recovery process. Need a mechanism to coordinate recovery teams in preparation for potential disasters.
- Have Preliminary Damage Assessment people available in the State prior to disaster striking. Will yield more timely and accurate picture of extent of damage. Then you will know exactly when to expect response and then recovery. Must start recovery at the point of disaster.
- Declaration is just one very small piece of recovery vs. working in collaborative teamwork with nonprofit, State and local governments.
- Have a contingency plan.

Group 8

- Begins before event.
- Post disaster timing: Recovery effort should be nearly immediate. There should be no delay.
 - Operates like a clutch, you need to have feel for action.
 - Based on significant input from people.
- Before disaster recovery, the more you mitigate the less you have to worry about recovery.
 - Instills community confidence.
- Recovery tasks parallel but are not the same as response tasks.
- Red Cross begins planning on shutting shelter down, from the beginning of opening it. Have a clear and finite end to assistance/recovery stages.
 - Finite end.
- There is misperception with the public. They need to understand the regional vs. Federal decisions about recovery and the implications for immediate vs. long-term recovery response.
- Local entities have the best ideas of what needs to be done because they are close to the action. National Red Cross comes in to local disaster, but respects the autonomy of the local Red Cross.
 - Local decisions need to be clear to the public.



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- Educate local leaders of their responsibility.
 - Ninety (90) percent of recently elected mayors do not know the *Emergency Plan*. Recovery is day-to-day biz of the city. Thus, you need an emergency manager within the city to squeak the wheels.

Group 9

- Timing depends on disaster type. Recovery is dependent upon what you have available to support need.
- Best practices is Federal assistance is to compliment what is happening locally.
- What does this community really need the most? Not what is under the *Stafford Act*, but what is unique to the community. More flexibility.
- Long-term recovery support information – get it out immediately.
- More inclusive and flexible aid. Without assistance for everyone, recovery for everyone is not possible.
- Using/complementing existing process.

Group 4

- Enable Federal level technical assistance to come in before Federal disaster declaration to more quickly assist State/local recovery.
- Notification should extend to the level above which no action is needed so they are on deck! (Extend communication to all levels up and down.)
- Communication needed position to position.
 - For example, hazardous material spill response procedures are effective.
- PIO (public information officer) is key to communication network.
 - Get information out to the public.
 - Need training to maintain a realistic and consistent message.
 - Avoid alarmist language.
 - Tabletop exercises and functional tests are a great way to train personnel.
- Social networking tools are good but needs monitoring.
- Technology can work but misinformation needs to be corrected.
- Use of satellite radio is failsafe since transmitters are far from disaster (in space).

Group 5

- Tribal groups need to be coordinated with as well as State.
- Utilize international and local resources.
- Understand that recovery takes a long time.
- People need to be prepared for a long recovery.
- Need to include renters in housing programs.
- Need an in-place plan at State level before disaster happens.
- Plan to identify immediate needs as well as long-term needs.
- Need a plan to meet those needs before Federal assistance arrives.
- Plan needs to be scalable so assessment can be coordinated with Federal government.



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Q4. What are best practices for marshaling Federal assistance - both financial and professional support-to support State and local efforts to recover from a disaster and how can we work together to better leverage existing Federal grant dollars?

Groups 1-3

- There is a need for professional support – staff support.
- Resources that will be needed for recovery need to be pre-identified including but not limited to: mental health resources, information systems, and public works resources.
- At many levels of recovery planning efforts, there is a need to understand the funding that is available for recovery and to understand the Federal role in recovery activities.
- A priority during recovery should be the re-establishment of cellular sites to allow for quicker communications and data transfer.
- There should be a relaxation of regulations (unspecified) to allow for quicker recovery including waivers of regulations.
- Bring the Federal Coordinating Officer in as part of the State Emergency Operations Center (EOC) to help – not to take over the operation.
- Partnerships should be a best practice – allows for better definition of roles.
- Question that arose: Is there a way to define the types of recovery funds that are available from the Federal level?
- There are policies in place for public assistance and individual assistance. Local input is required from all spectrums of partners.
- There must be a streamlining of documents required for assistance and simply the instructions. This would allow for easier access to Federal assistance.
- Private sector and NGO involvement should be requested very early in the recovery process.
- Pre-disaster mitigation programs work very well.
- People have to understand they have to take care of themselves.
- Private citizens were not prepared after Katrina and that was the biggest mistake.
- Quote “ Let’s tell the Federal government what we need, have them give it to us and we will do what we need to do.”

Group 7

- Not waiting for disaster recovery declaration.
 - Communication of process up front.
 - Do not hypothesize and set false expectations: Not what MAY be available, but what IS available.
- In one certain state the challenge is financial Federal assistance; it makes it difficult for rural communities to meet thresholds. A disaster will wipe them out. There are other grant holders out there to assist these smaller groups. Easier for bigger communities.
 - FEMA money seems geared to East Coast Cities. Specified Western states do not seem to get fair share.
- Must empower regions to make decisions themselves. Let them make strategic plans between FEMA, local and community governments.
 - Not “one size fits all.”
- Recovery process should be implemented before declaration.



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- Ongoing efforts identify priorities and hazards.
 - E.g., Current discussion of Utah earthquake potential mobilizes Federal assistance.
 - Pre-disaster preparation needs to be part of plan.

Group 8

- Disaster Recovery Center is a good set up; should be collaborative: Federal, regulatory, financial assistance agencies, working collaboratively with State, local and private industries. Insurance needs to be represented too; need it to be a one-stop-shop. Expand the role of the FEMA centers.
- Partnerships with private groups that have knowledge of programs and that specialize in recovery.
- Focus efforts by knowing where funds/resources are coming from and going to. Reduce duplication of efforts.

Group 4

- Grants can get diluted with other needs so recovery needs dedicated funding.
 - Make sure State and local and Tribal agencies are educated with Federal processes.
 - For example, the importance of 75/25 split especially with local volunteer groups.
- Streamline process.
- Need flexibility to get FEMA-approved training programs to local governments and groups.
- Need more training than “FEMA approved.”
 - Allow non-approved training.

Group 6

- Create incentive program to reimburse States for grants.
 - One particular program made it easy to get equipment, but need to:
 - Broaden ability to use for preparedness and fund ongoing personnel needs.
 - Need ongoing funding as well.
 - Continuity.
- Need to protect against fraud.
- Do not want to be too tight, though, so funds get to people.
- Need to reach underserved populations better.
- Need to control the flood of Federal funding so it is better managed and utilized.
 - Pre-identified partners.
- Use VOADS and faith based as better model for Utah and NGOs.



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Q5. What are best practices for integrating economic and environmental sustainability into recovery?

Groups 1-3

- Incident Support Organization (ISO) standards are good examples from large companies for providing recovery.
- Small local businesses should be included in planning. Provide opportunities for small business representatives to give input into the recovery process.
- The Federal partners could put guidance in any Request for proposals to push requirements from National Incident Management System.
- There is a disconnect between urban and rural areas in recovery planning.
- Any sustainability planning must focus on long-term solutions.
- Do not want to see the issue of sustainability become a roadblock to recovery – any new policy must have flexibility.
- Local codes - must re-think these ordinances before a disaster occurs.
- Pre-planning is truly important.
- If no housing is available, pre-plan where temporary housing may be located.
- In pre-planning, pre-selecting a location for debris is important.
- Funding beyond the *Stafford Act* is available – CDBG for example.
- Mitigation grants can be used for sustainable issues.
- Invite survivors and people experienced from other disasters to introduce lessons learned.
- How can other Federal organizations assist with disaster recovery without introducing increased regulatory issues? For example, use of Bureau of Land Management property to place trailers during recovery.

Group 7

- Have plans and agreements in place,
- Mitigation will save on future local/regional costs
 - “For every dollar you spend in mitigation, you save hundreds of dollars in response.”
 - For example, earthquake retrofitting.
- Educate business and nonprofits of risks they can invest.
- Have mitigation be involved in new development so do it right first time.
- Spend now, rather than later.
- Mitigation should be a mandatory part of business plans.
- Implement a system to identify risks.
 - Personalize mitigation, tailor to individual communities’ needs (opposite of “one size fits all”).
- One specified state has hazard Web site where you can type of your home address and you can determine your greatest risk. Earthquake, fire, flood. The site assists each address in mitigating their personal risk and as a homeowner. Offers sources for mitigation response. My Hazards Web-portal. <http://myhazards.calema.ca.gov/>
 - Federal-State partnership.
- Do not be afraid to ask outside resources and seek professional/experts from outside community.
- Develop your relationship with engineers, researchers, subject matter experts who can spend efforts on research.



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- Offer local emergency preparedness fairs and seminars, for citizens and families. When they are not prepared, they become part of the disaster. So be prepared and self-reliant or you are part of the problem. Use the approach of tithing food, water and cooking to individuals.
- Federal government should give money to CERT teams. Fugate talks about making CERT part of the recovery effort. Include fire corps, medical reserve corps, and neighborhood watch. Solve the problem by offering available grants to communities.
- Emergency Management Performance Grants funded.
- Sharing information. Use professionals that travel and learn from different regions.

Group 8

- Involving local business and resources.
- Successful recovery has pre-disaster plan.
 - Agreements between agencies.
 - Food and supplies for long term.
 - Calling trees.
- Have a Joint Information Center involving community leaders and effected officials where a consistent message is released to the general public.
- Make sure you have community outreach before the emergency; community people are our greatest assets. If they are engaged before, then there is ownership.
- Leverage programs that are currently working in non-emergency environments, and roll them over to emergency response mode. For example, homeless participation and use these non-emergency folks for the recovery effort.
 - Drilling/training.
 - Exercises facilitate networking.
- Look inward for labor support. Use local resources. If there are people out of work, because of disaster and cannot pay for basic necessities, instead of bringing in outsiders to do recovery, utilize the local citizenry so funding can be recycled into the community for recovery.
 - Cuts cost of imported support.
- Waste management planning is key to recovery.
 - Recycle rather than having all waste going to same place.
 - Long-term debris management component.
- Law enforcement plan for security in recovery.
 - Who is in charge? Local police, National Guard?
 - Coordinate before disaster.
 - Have a defined structure.

Group 9

- You must specify up front, and manage expectations, so people will know what is equitable for citizens. Hate to see inequitable distribution of goods. Manage expectations, and provide social justice to response.
- Equitable – social justice needs to be considered.
- Use local resources to build up the local economy. Get business back up and going as quickly as possible.



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- But sometimes it is good to bring in unaffected people with outside resources, to come in and assist.
- Business up and going quickly.
- We all need a Director of Emergency Management.
- Should include mitigation as part of the plan for recovery, and measure success. Plans must be done before the event. Measure for success, mitigation.
- From local and State perspective, a recovery planning effort will not work if it is not required by law or supported by grant or planning. Currently zero money available for recovery. Recovery must be supported or it will not happen. Without a law or money it will not happen.
 - Required – specifically for recovery.
 - Funded - specifically for recovery.
- Change mindset.
 - Respect rights, but regulate more.
 - Must change peoples mindset; restriction of building stuff next to obvious risk.
- Strong case management.
 - That lasts – follow through.
 - Local, Federal and nonprofit there constantly.

Group 4

- Need to balance environmental issues and regulations with practical human needs and provide flexibility.

Group 5

- Businesses need to get back up online quickly.
 - Need to resolve credentialing issues.
- Do not depend on fed- take local responsibility.
- Need to be sustainable and self-sufficient so they can take of one another doing the first 72 hours after a disaster.
- Be Ready is a good organization.
 - Ready Your Business is another good organization.
 - Need to include power companies and other businesses.
 - Can these organizations transform into long-term recovery groups?
 - Yes – they bring different people together
 - Get ideas from businesses regarding the long-term needs.
 - Communicate this information to people.
 - Need to manage realistic expectations.
- Understand and communicate the long timeframe of recovery.
- Good forum is CERT and fire corps, Red Cross.
 - VOAD.
 - National organizations are NOAD and VOAD.
 - Communicate information to public at county fairs.
 - Average citizens are not engaged typically with VOADS.
- Determine how to utilize the feedback that comes back from citizens (at fairs etc.)
- Need to carefully frame education about sustainability and resiliency.
- Education needs to happen on a regular basis to be effective.



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- How to get groups to talk to each other.
 - For example, faith based and others; need community-wide dialog.
- Get groups to share their successes with other groups so entire community is better coordinated.

Group 6

- Create inter-institutional agreements.
 - Sector specific inter-operability agreements.
- Use local resources before you bring in outside resources.
- Corporate support for programs with full time emergency manager connectivity with leaders of cities and counties.
 - Points of contact and partnerships established.
 - Find incentive in the process.
 - Gap analysis to improve process.
 - For example, student notification should be expanded to day care centers.
 - Public officials conference emphasizes school/business/community relations.
 - Economic recovery zone can enable “green” recovery.
 - Environmental sustainability is mitigation.
- Need redundant funding disbursement system to ensure continuity after disaster.
- FEMA should require Living wage, which is actually economically viable since these workers will be the engine of your future economy.



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Q6. What are best practices for integrating mitigation and resilience into recovery?

Groups 1-3

- Seismic Rehabilitation has been voluntary to date, e.g., process of constructing a building to withstand earthquake tremors.
- Example: Rehabilitation of University library may focus needs before a disaster happens.
- Extended discussion at this point about the use of schools as shelters after a disaster occurs.
- After 72 hours from beginning of disaster, plans are to begin moving to recovery.

Group 4

- Preplanning is key.
- Make mitigation part of recovery.
- Use objective scoring system for mitigation/risk assessment.
- Use common sense.
- Listen to stakeholders.



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Q7. What else would you like us to know?

Groups 1-3

- Request was made for Federal training in disaster preparedness and response plus disaster mitigation.
- Continue to fund and provide Emergency Management Institute courses (computer, self-paced training available through FEMA Web site).
- Consider a Good Samaritan law for citizens willing to help.
- Need a one-stop location for all information (Local Assistance Centers).
- Grassroots effort is the key to communication – e.g., block captains.

Group 5

- Private sector coordination council is a good idea.
 - Run practice scenarios.
 - Networking.
 - Preplanning is key.
 - Work both ways.
 - Private sector ← coordination → State.

Group 6

- Need to take action beforehand.
 - “Resiliency is not something you buy – it is something you train.”
- Need to build back beyond “existing conditions.”
 - The Public Assistance limitation for rebuilding is a barrier.
- Mitigation – needs more money, up to 25 percent of recovery funds or index the amount.
- Investment in the front end will save money in the long run.
- Enhance and expand hazardous mitigation grant programs.
- Proper rebuilding location consideration is in and of itself environmentally sustainable.
 - Start and finish locally with recovery.
- Facilitate certification of engineering and arch certification of buildings.



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ROLES + RESPONSIBILITIES + COORDINATION



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Roles + Responsibilities + Coordination

Participant Responses

[NOTE: Comments are typically recorded by question by group so it is clear which groups responded to which questions.]

Q1. What are the appropriate State, local and Tribal roles in leading disaster recovery efforts?

Group 1

- Disaster recovery begins with local governments.
- The State is responsible for information gathering and allocation of resources among local areas.
 - Develop and follow a plan, ensure continuity of operations.
- Local governments and States have the responsibility to identify resources and make them available before disaster.
 - Locals must communicate recovery actions to residents - hows and whys. People are more inclined to listen to local agencies compared to the State.
- Bringing infrastructure back to capacity is a local issue, with local responsibility.
- Federal government should “bring your checkbook.”
- Federal government should have standards and funding for local recovery plans and ensure they are in place.
- Federal agencies should provide resources that may not be available local and State areas.
- “Domino” of support Federal – State – local.
- Federal government should shape, collect and transmit best practices from State-to-State.

Group 2

- Recovery actions should start at the local level with State and Federal support. Locals are responsible for identifying damage and resource needs.
- Private and nonprofit sectors should be involved with their respective government levels – national organizations with Federal government, local offices with local governments.
- Locals need to clearly understand the processes – resource management, funding and documentation. Training needs to be provided – and attended.

Group 3

- Coordination and communications are key. Locals have connection to citizens.
 - Understand local needs first and communicate those needs up to the county or State for more resources.
 - Local responsibility to coordinate efforts/order.
- Local governments need to educate residents about what will be provided/expected in recovery. Residents will rely on government for service provision.
- State responsibility is to acquire information and coordinate efforts - coordinating council.
- State should disseminate information to the media.
- The State cannot assess immediately – but local governments can.



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- The State should be building relationships among local governments.
- There must be communication because of the mix of State, Federal and locally owned lands.
- Flood (incident) involves multiple levels and it can be difficult to communicate. We must speed up the communication process and help people understand their roles.
- Federal government should listen, provide resources when requested and stay out of the way until asked to participate.
- Local planning and control of recovery, with State and Federal aid as requested.
 - Locals must communicate the correct information.
 - Federal Coordinating Officer (FCO) should have a seat in Virtual Operations Center (VOC) - should be a voice and funnel information down to the Federal government. The FCO should be attending, not hosting.
- Federal government should provide resources and consulting to State and local governments.
- NIMS system is effective – we just need to plan.

Group 7

- State, local and Tribal governments need to work together in partnership.
 - Avoid duplication of services.
 - The public can sense poor communication and unwilling partnerships between government entities.
- Every level of government needs to be willing to step up.
- Many existing programs do not need money; they need volunteers.
- Mayors know their community better than anyone and are best equipped to lead recovery efforts.
 - The community needs to take on the leadership voice.
- There is not a one-size fits all solution to recovery and the local government is the best at recognizing what the community needs.
- This requires the local government to be empowered, trained and have funds readily available to serve the needs of the community.
 - Mayor (or local officials) should be first to talk in a press conference and be the one in front of the public.
- State elected officials need to be key players as well.
- Partnerships with Tribal governments are important.
 - They need to be at the table and FEMA can help with that coordination.
 - Channels for communication need to be defined up front and communicated to all players.
 - There can be political challenges to obtaining resources that need to be addressed.
 - Especially in regards to housing.
 - Recovery priorities may not be the same due to cultural differences.

Group 8

- Local government should be leading recovery efforts.
 - Elected officials may have the power in the event of a disaster, but officials change, so it is hard to maintain consistency and ensure that all officials are adequately trained.
 - The local officials have to be the face of recovery activities.



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- City managers also can plan a vital role.
- The public needs the face of who is in charge.
- The local government is empowered by training and planning.
- Roles need to be clearly defined, assumptions should be minimized and city staff needs to be prepared.
- Need common functional definitions of recovery-related terminology.
- Opportunity to create recovery assistance teams that can be mobilized to assist in recovery (from Federal government).
 - The State could also deploy teams, which could be more economically viable.
- Support should be activity-based.
 - Leverage all other Federal entities based on their specialty (HUD – housing, EPA – environment), but FEMA coordinates.

Group 9

- Need to have a plan on what each organization will do.
- Local plans need to fit in with State plans, State plans need to fit with Federal plans.
- Tribal governments need to be included.
 - Can be a challenge because of the physical distance that often separates Tribes from metropolitan areas.
- The State should be the coordinator of local, Tribal, private, VOAD and Federal organizations.
- Need to scale up existing systems (what we have in place) over setting up parallel systems.
- Recovery begins the minute the response begins.
- Local government should take the bulk of the responsibility.
 - They should look at superfund opportunities.
- Local government should train and pre-plan for disasters.
- Local government needs provisions that allow reconstruction to happen more quickly and easily.
- Local government needs to commit to support regional recovery efforts.
 - Loans.
 - Licensing.
 - Zoning.
 - Prioritize resources together.
 - Contribute to public information efforts.
- Volunteer organizations need to be better networked and coordinated.
 - Coordination from local volunteer organizations to their regional structures and their national headquarters (and back and forth).
- Roles can be different throughout the nation.
 - Different States have different needs and solutions should be State-specific.
- Government needs to trust John Doe citizen and give out timely and accurate information.
 - Information provided should paint the whole picture.
 - It should include bad news too (even if it is not what people want to hear).
 - Empower people to make their own decisions.
- All levels of government need to work with local individuals so they are prepared.
 - Citizens need to be involved in the process.
 - Build trust with the community.



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- Utility companies need to be prepared.
- Disaster recovery needs public assistance to be easier.

Group 4

- Unified command.
 - Integrate various capacities.
 - Best use of resources.
- The State is the support role and should delegate resources when and where needed.
- Need to have established a “chain of command” in order to know who to contact during recovery.
- State’s role is to ensure that Federal, State and local regulations are carried out.
- The term “local” needs to be defined.
- We need to get passed territorial issues before a disaster.
- Roles vary based on municipal class.

Group 5

- Need an agreement with Tribes to understand their roles on the reservation and what coordination needs to happen in the case of a disaster.
- Early communication of what is expected of each entity.
 - Roles vary from State-to-State.
 - Pre-communication to understand roles.
- State’s role:
 - Coordination among all entities.
 - Information flow from Federal to local.
 - Provide a single voice.
 - Provide public and individual assistance to the community.
- Responsibility of community to provide and assess needs and communicate these needs to State, county and Federal.
- Federal, State and local should have a better understanding of the different geographic locations.
- Depends on scale of disaster.
- Trust building – Federal and State need to build relationships with local.
- Federal government should provide information on available resources.
- Public perception is important; therefore it is important for Federal and State to provide good, clear information regarding the disaster.
- Good recovery happens from a strong response (integrated!).
 - Creates “framework” for which to build on.
- Team approach among all entities is key.
- Where do State and locals fit in – Fraud!
- Day to day IA → assistance from State and local → public information.
- Training at local level is key.
- Critical infrastructure recovery – State and local work as partners in this recovery effort. Private side needs leadership to understand what resources are available.
- Create a “shopping list” of available resources from State and local.
- Up front support from Federal government.
- Teach, train and coordinate at all levels.



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- Federal and State's role is to assist in providing resources locally.
- Need better coordination at the State and local levels.
- Greater participation in IA.

- Best practices – “drop walls” between public, local, State.
 - Knowledge of available resources and how to access them.
 - Provide a resource list.
- Need resource base from Federal level.
 - Consider preventative methods to improve quality (i.e. mitigation, insurance, etc.).



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Q2. How can the nonprofit and private sectors be better integrated into recovery?

Group 1

- Private sector are active in Utah with programs including “Ready Your Business” and “Be Ready.”
- Government should bring businesses and NGOs together to help with response – including utilities, transport and finance organizations. Help these organizations see their big-picture roles and identify their resources.
- The weakness is lack of participation by private and nonprofits. There needs to be outreach to smaller players to get them involved.
- Established relationships are the key, across and between businesses and government.
- There is a need to tie in to private/nonprofit orgs at Federal level to bring resources from elsewhere into affected region.
- Nonprofits are also involved. They need to be integrated into the planning process.
- Service nonprofits must be invited in to see their roles in recovery.
- Nonprofits should also be part of the communication strategy to reach residents – trusted voices.
- Develop a list of nonprofits (State and local) and invite them into the planning process for recovery.

Group 2

- Include private sector and nongovernmental organizations (NGOs) in recovery planning – NGOs and government can learn from each other.
- Include private sector and NGOs in mutual aid governments and MOUs. Plans for their involvement should be in place before a disaster happens.
- Coordinate among agencies/areas to prioritize needs, determine where private sector and outside NGOs should be directed. Consider what needs would be, pre-disaster (infrastructure, etc.).
- It is easier for FEMA to pay contractors directly – consider structures for involving private sector and NGOs.
- Locals should integrate with the private sector and VOAD.
- Outline organizations or sectors in a State response plan, as guidance for local government plans.
- Emergency managers probably have nonprofits (like the Red Cross) in their plans – make sure that the organizations know this!
 - Need to start building the ability to connect local emergency managers to appropriate agencies.
 - The conversation on recovery actions must start soon and continue through the recovery.
- Local managers and nonprofits need to meet and develop a unity of mission, including a common operating picture – there is mutual interdependence.
- Emergency management office depth is lacking in many areas in one particular state – this is a capacity constraint.
- Local government should take charge and FEMA should adapt to local priorities.
- Strategic leadership is needed. Start small, vet people and bring them to the table – piece by piece. The local government role is to start that process.



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Group 3

- Nonprofits should get with local governments to ensure that efforts are coordinated.
- Local governments need to make sure that NGOs are giving the correct instructions.
- Nonprofits should be stakeholders and participate at appropriate levels.
 - Local nonprofit → local government.
 - National nonprofit → Federal government.
 - Nonprofits should be involved early, during the recovery planning process.
- The State has resources to evaluate and allocate in a large disaster – they provide maps, information and they can provide or allocate resources based on need. Local governments may not be equipped to evaluate conditions up-front.
- There should be lots of county coordination with local governments, the State and nonprofits. Break down false boundaries.
- We must have a framework to address spontaneous volunteers – match skills to needs (citizen corps) and need some kind of certification or credentialing.
- We need to identify skills available from grassroots responders.
- State has a coordinating council for private sector, which includes major private associations. They can deal with credentialing.
- Communication and drilling are key and private sector and nonprofits should be involved.

Group 7

- Private sectors need to be integrated into all four phases of disasters:
 - Preparation.
 - Mitigation.
 - Recovery.
 - Response.
- Nonprofits can be available to fill critical gaps quickly and multiply resources.
 - They are also great networks for communicating and filling needs.
- A functioning homeland security/private sector coordinated council could help private groups become better integrated in recovery.
- Nonprofits require access to disaster locations in order to be utilized.
- Find ways to leverage the pre-disaster community in rebuilding efforts.
- Nonprofits can coordinate additional resources needed in recovery.
- Utilities need to make their needs known in providing drinking water.
 - They need to recognize the challenges.
 - Communities need to help bring utilities back online.

Group 8

- Private and nonprofits need to be planning partners.
- NGOs provide many resources needed in recovery.
- The government should minimize assumptions of what NGOs can do and inquire about their capabilities.
- Businesses need to be integral to government planning and have their own plans.
 - “Ready Your Business Plans” that are sponsored by the State could be useful.
- From a local recovery task force to bring all groups together.
 - The local government should lead this.



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- Federal funding could be dependent on having this task force in place.
- Find ways to incentivize businesses into getting involved.
 - Especially small businesses.
 - Could tie to a business license.
 - All contractors should be required to have a plan.
- Utilities need exercises and training on how to get them up and running as quickly as possible.
- Utility recovery relies on developing secondary sources ahead of time.
- Plans are not enough, there needs to be more grants for exercises.
- Get the whole community involved.
 - Although that is very hard logistically — hard to coordinate schedules.
- We exercise immediate needs, which is very expensive.
- Potential opportunity to do tabletop and functional recovery exercises.

Group 9

- The Federal government needs to building trust. People do not always intrinsically trust the government. Nonprofit and private groups may be more approachable.
 - Need to resource nonprofit players or possibly private groups.
 - Integrate at private and nonprofits groups at every level from the beginning.
 - Share information/messaging.
- These groups need training from the government before a disaster.
- Groups need to report back to government, not each other, to limit competition between organizations.
- There are small groups that can be useful and should be engaged. Do not forget them!
- Infrastructure (utilities) should get the same attention.
 - If they are given support ahead of time, they could be invaluable in the recovery process.
- Nonprofits are sometimes assisting before the government, so they need to be integrated from the beginning.
 - Especially in small communities.
- Nonprofits need to be part of the planning process.
- Nonprofits need to be involved in VOAD and Community Organizations Active in Disasters (COADs) in smaller States.
- The private sector owns 80 percent of infrastructure.
 - Need to build trust with these groups.
 - Know the players and build relationships.
 - Bring them to the table early in the planning process.
- Small business provide economic infrastructure.
 - They need a plan for continuity.
 - They are also a conduit to the community and often have a pulse on what is happening in the community.

Group 4

- Nonprofit and private sector need to be involved pre-disaster.
- Better integration through VOAD.



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- Need to be a key player.
- Strengthens relationships.
- Need better understanding from Federal government of what liability issues there are.
- “Ready Your Business” business preparation plan in place is a good example.
- Private sector and nonprofits need to be integrated into FEMA programs in order to be better utilized.

Group 5

- Understanding nonprofit role in recovery and relationship and capabilities.
 - Pre-disaster communication and coordination.
 - Knowing what to expect.
- Local nonprofits need to be integrated into the information flow (pre and post disaster) from Federal level down. Need to have similar coordination that State has at community/local level.
- Integration of resources from government to allow business to run differently.
- Better understanding of Federal resources.



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Q3. How can Federal, State and local disaster planning and recovery processes and programs be best coordinated?

Group 1

- Everyone is successful in their individual areas – need to coordinate among agencies.
- Locals should drive, identifying and communicating their needs up to State and Federal governments.
- Smaller communities may lack expertise needed for successful recovery – there should be a forum for education.
- How do you coordinate resources and needs in local areas? Inter-local agreements can help.
- Politics can interfere with recovery efforts. Elected officials do not understand the systems in place to respond and agencies may not, either.
- We need to ensure information/knowledge is passed on – build institutional knowledge.
- The State is trying to develop a communications program – an information clearinghouse to identify needs and distribute resources.
- Where the State lacks resources, we need a list of outside resources and connections to reach them.
- A credentialing system is needed to facilitate outside aid.
- Need to avoid/remove regulatory barriers. This means intra-Federal coordination.
- Federal government should identify structures in National Guard or military with the skills to improve infrastructure, quickly.
- Suspending some regulations may be needed for recovery.

Group 2

- Coordination is still a problem. There needs to be a “calendar” conversation.
- Invite nonprofits to exercises and drills.
- Education is important – for example: agencies need to understand how to integrate ESFs into their plans.
- Adapt the recovery structures to the jurisdiction size.
- There is currently no real structure for recovery. A new structure is needed – not just ESF.

Group 3

- Follow NIMs and overlay local procedures on goals.
- We need to communicate this plan to private partners so they understand how to operate effectively.
- Bring the private sector into pre-incident planning and coordination.
 - Identify business needs (for instance, how to fund ongoing operations) and government process to meet those needs.

Group 7

- Set up coordinating councils in each State pre-disaster.
- The Olympics created a great legacy in Salt Lake City and can be used as a model.
 - Look for opportunities to leverage similar legacies.
- Different organizations should not be afraid to be open about their weaknesses.
 - These weaknesses can be identified during exercises.
- Need disaster recovery exercises, not just disaster response exercises.



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- There may be an opportunity to create local recovery plans from this process.

Group 8

- FEMA provides a lot of training and that leads to a natural integration.
- All levels of government need to coordinate with private and nonprofit groups.
- The national framework should guide State and local efforts.
- Relationship building is important, the different organizations need to meet regularly to maintain consistency.

Group 9

- Muscle unexercised is always weak.
 - Need to address recovery in exercises, not just in response.
 - Fire drills are not enough.
 - The challenge is what happens three (3) to four (4) days down the road, how do you get past that point.
 - All governments need processes in place to expedite recovery for homes and businesses.
- Immigrants are hard to integrate into recovery because there are no funds available for them.
- Response winds into recovery.
 - Identify what makes that transition easier.
 - Need to understand the relationship between the two.

Group 4

- Coordination should happen through better training, exercises, tabletops, etc., and should be carried out through the end of recovery.
- Programs are best coordinated in person. We need to have local contacts with Federal government.
- Local Emergency Planning Committees (LEPCs) need to better coordinate efforts.
- Mutual aid agreements need to better coordinate efforts.
- Regionalize approach would improve coordination throughout the recovery process.
- Local health departments should aid in coordination of programs and processes.
- Planning with smaller local communities is a challenge. They do not have all the resources larger metro areas do.
- Model plans.
 - Do not have all the resources.
- Standardized Emergency Management System (SEMS) tools: rural water association security emergency management system as a best practice.

Group 5

- Best coordinated through communication and early coordination (pre-disaster). Federal, State and local need to establish what their roles are and understanding what other entities are responsible for.
- NIMS – communication and training for private sector – good example of pre-disaster coordination.
 - Develop exercises for inclusion into a similar process.



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Q4. What are the greatest capacity challenges that local and State governments face in disaster recovery and what are the best practices for increasing that capacity?

Group 2

- The State receives requests for training but lacks the capacity to provide it.
- Central training and curriculum are needed and they should be provided pre-disaster.
- There should be joint exercises and training – invite the right people.
- There must be understanding and communication of roles among the different levels of government. Coordinate responsibility and control – partnership.
- There is often a disconnect between Federal agencies.
- Preplanning and coordination are needed, including drilling for recovery.
- The State should have same relationships with Tribes as it has with cities.
- Personnel capacity is a problem in one particular state. There is no staffed recovery program section.
- The Federal government should fund State recovery personnel.
- Management fees have declined.
- One state has a State “recovery guy.”

Group 3

- Hospital capacity (reserve corps, RC).
- Unreal citizen expectations – communication is needed about actions and constraints. Housing for displaced persons is a critical concern here. Private residences will be most affected.
- Logistics improvements are needed – on a military model?
- Long-term heating/power can be a concern in a cold climate – infrastructure repairs.
- Ability to assess damage over long term is needed - not just a “windshield” assessment. There is a lack of building inspector capacity.

Group 7

- Transportation and mobility corridors often are not navigable after disasters.
- Infrastructure repairs are challenging because they are costly and need to be accomplished quickly.
- Areas affected by disasters often have limited access, which make it difficult to provide supplies – it is not only having resources available but getting them to the people who need them.
- Once resources are within the State, there are challenges getting those resources to the city/community that needs them.
- Capacity to recover from disaster can be increased through legislation.
- Staging and notification are often subject to capacity challenges,
 - Insurance adjusters are often needed, but there may not be enough to handle the volume of requests,
- Staffing in general is a capacity challenge,
 - Housing, feeding and managing outside help is difficult to at a disaster site,
- Volunteer and donation management can be overwhelming after a disaster. Many people want to send resources, but getting those resources to the people in need is very difficult.



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- There are challenges associated with:
 - Logistics.
 - Storage.
 - Transportation.
 - Issuing/distribution.
- MOUs could be better utilized to help coordinate donations.
- There are many capacity challenges associated with communications.
 - Normally we rely on instant communications, which may not be available.
 - In a disaster situation, we may need to rely on secondary channels that have capacity limitations (e.g., bulletin board, parks, word of mouth, radio).

Group 8

- Human resources have the greatest capacity challenges.
 - Getting enough workers to the disaster site.
 - Managing workers after they arrive.
 - Making sure that adequate skills are available to meet the local need.
 - Training for local workers who want to help in the recovery process.
 - Feeding workers/volunteers when the food distribution system may be affected.
 - Housing relief/recovery workers.
 - Sanitation challenges for the influx of people and damage to the existing system.
 - Communication to all persons involved in the recovery process.
 - Retention of good recovery workers is difficult.
- There are also many capacity challenges relating to equipment.
 - Identify the location of needed equipment.
 - Transport of equipment when the transportation infrastructure may be limited.
 - A solution to the equipment challenge may be staging.
 - Need to address the public perception of sharing with other communities.
- Need a resource database and marketing strategy to help people to understand what is available.
- Incentivize ways for the private sector to participate.
- HUD should have stronger direction on what their role should be.
 - Need to define who is in charge.

Group 4

- “Warn” system – mutual aid with State to receive disaster aid (State-to-State program).
- Understanding what resources are available.
- Lack of money in local and State government and a lack of understanding on how the funding is distributed.
- Technology – is it efficient?
- Need to hire, train and staff for response.
- State and local governments are not self-sufficient.
- Understanding the local population and their credentials.
- Understanding what is available and how to educate/train (i.e. access issues).

Group 5



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- Infrastructure coordination.
- Information systems → how to transfer information to community.
- RAT – Recovery Assessment Teams.
 - What is being done?
- Using CERT teams and expanding teams.
 - Educating the community prior to a disaster is the biggest concern.
- System for assessing damaged property.
 - HUD program is the only system available. Is this available for private developers?
 - Need a central system in order to speedup process.
 - Proper assessment of damage to homes. Should consider a way (i.e. signage) to represent the status of a home/ residence (i.e., okay/needs help).
- Need a system for employee accountability.
 - Inclusion into greater system.
- Agreements need to be made at a regional level.
 - For example, phone number to provide information to citizens affected by disasters.
- Need to have a process for recovery in place pre-disaster that includes communication and infrastructure plans.
- Education is key to eliminating “mass” confusion (pre-disaster).
- Communication during and after (reset).
- Federal Coordinating Center (FCC)
- Lack of trained professionals and aid assistance.
- Medical resources, treatment facilities and their capabilities.
- Environment/seasonal issues.



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Q5. What unmet needs are common to most disasters that do not seem to be adequately addressed under the current systems and programs?

Group 1

- Small business needs are not considered. We put emphasis on infrastructure; ignore small business restarting operations. They are last in line for financial resources.
- Mental health capacity and structural engineers are lacking.
- Lack of services for those unable to care for themselves (elderly, disabled, youth, animal control).
- Individual assistance program caps can be met too early.
- Information storage and backup systems are needed.
- United Service Organizations (USO)-type services or programs – things to help people feel “back to normal.”
- Planning – if the Federal government pays, locals will plan.
- Prisoners – not a lot of resources for dealing with prisoners and their needs after a disaster.
- Resources are focused on urban areas – we need more outreach beyond urban areas into smaller communities and rural areas.

Group 7

- A clear and definitive chain of command.
- Long-term community recovery teams are needed, and should be ready to dispatch in the event of a disaster.
 - They should be connected to local VOAD.
 - The teams should include tribal groups and nonprofits.
- Public services often become inadequate after a disaster.
 - People become anxious until their needs are met.
- Every community has different needs and some communities view non-vital services as needs.
 - It is important to communicate/educate needs versus wants to community members.
- Special needs populations (including pets) can be least prepared but need the most assistance.
- There are often challenges in transportation and language after disasters.
- Taking care of the dead presents unique challenges.
 - Storage, identification, and burial of bodies.
- Remote areas may not receive any assistance in a major event.

Group 4

- Pets and people.
 - Sheltering and evacuation.
 - Special needs for children, sheltering and childcare.
- Follow-up resources after recovery is complete. Providing a follow-up services would help build a stronger program in the future.
- EOC – need “disaster recovery center” (D.R.O.C.).
 - Where to go for help.



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- Family info for family members who might be without communication.

Group 5

- Education of the process and understanding what the results are.
- Higher level of coordination between the following:
 - Insurance – faith based.
 - Federal government – State government.
- Infrastructure – case-by-case basis (disaster related).
- Disabled citizens – need to create a special needs registry, allowing these citizens to identify themselves and what needs they have.
- Emphasis on repairing primary medical and health care systems.
- Citizens prepared on front end, need more planning pre-disaster.
- Information and programs for business recovery.
 - “Engine” of recovery.
 - Local business Provide jobs, food, etc. and need this considering.
 - Need better public information to guide their recovery – what are their needs.
- What incentives are there to include businesses in recovery process?
- Consider providing an incentive to private/business for providing resources.
- Lack of insurance coverage – not covering rebuilding of businesses. Is there a national insurance program for this?



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Q6. What else would you like us to know?

Group 8

- Time is a challenge in leveraging community organizations.
 - Individual's schedules are booked.
- It is very hard to engage the community members in disaster recovery planning.
- Use a Web site to help bridge knowledge gaps.
- Let the public know they need to be responsible, too.
 - A nation campaign that explains the importance of being prepared for disasters may be helpful.

Group 4

- Streamline the process!
- We are currently over-extending recovery resources.
- Inclusion of public works into integrated system of response and recovery; help provide a faster recovery.
- It would be helpful to "pre-locate" resources before a disaster, so everyone knows where supplies are located when needed.